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ABSTRACT

This book charts procedures for the selection and purchase of instructional materials and related services for the public schools of the United States. It is addressed to school board members, administrators, teachers, curriculum specialists, librarians, and media specialists. Chapter 1 deals whith changing conditions affecting selection including minority power, parent and student power, teacher power, individualized instruction, and new teaching tools. Chapter 2 considers the legal and administrative setting for selection including state textbook laws, school board policies, negotiated agreements, and the role of school administrators. Chapter 3 describes organizing for selection including selection committee membership, goals for the selection committee, working procedures, and atmosphere for creative work. Chapter 4 is concerned with the selection process, getting the facts about instruction materials, getting samples for publishers, applying criteria and tests, making recommendations and getting approval, and assuring effective use of new materials. Chapter 5 contains guidelines for expenditures including traditional budgeting weaknesses, new budgeting techniques, recommended allocation for instructional materials and related services, and what the investment will buy. (MBM)

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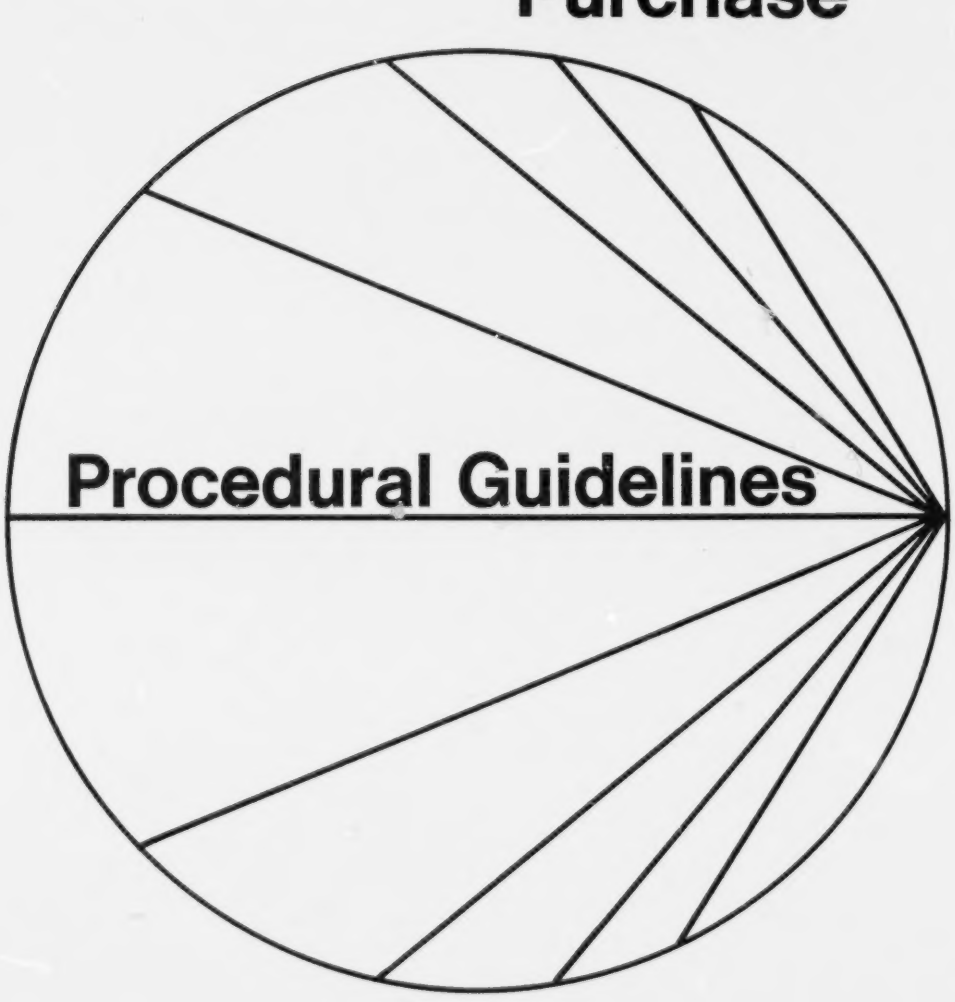
Selecting Instructional Materials for Purchase



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Representing NEA

Barbara Dunn, teacher, Alexandria, Virginia

Beatrice Harvey, visiting teacher, Lewisburg, West Virginia, *cochairman 1970-71* (term expired 1971)

James M. Lynch, Jr., professor of education, Glassboro, New Jersey

E. B. Palmer, associate executive secretary, North Carolina Association of Educators, *cochairman 1971-72*

Frances M. Sciheim, teacher, Parkland, Washington

Dana F. Swick, assistant superintendent for instruction, Nashville, Tennessee

Sidney Dorros, communications program consultant, National Education Association, *NEA staff contact*

Representing AAP

Emmert Bates, senior vice-president, Litton Educational Publishing, Inc., *cochairman 1970-72*

James B. Carsky, vice-president, Holt, Rinehart & Winston, Inc.

Richard Robinson, vice-president and publisher, School Division, Scholastic Magazines, Inc.

John F. Vance, group vice-president for school publishing, McGraw-Hill Book Co.

Theodore Waller, vice-president, Grolier, Inc.

Austin McCaffrey, vice-president, Association of American Publishers, *AAP staff contact*

Mary McNulty, senior associate for communications, AAP, *AAP staff contact*

Acknowledgments

The Joint Committee began work on this book in mid-1970. In one sense, however, this work was but a continuation of an interest and an activity that go back more than a decade. The Joint Committee was organized in 1959 to stimulate cooperative action by publishers and educators for improvement and effective use of instructional materials in print and nonprint. Among its reports have been *Guidelines for Textbook Selection* (1963, revised 1967) and *Guidelines for an Adequate Investment in Instructional Materials* (1967), both produced when the educational publishers were organized as the American Textbook Publishers Institute. Since 1970, the educational publishers have been part of the Association of American Publishers, which includes producers of books for the general trade market as well as for religious, scientific, medical, and technical audiences.

Educational publishers and the educators they serve have a continuing interest in creating high-quality instructional materials and in assuring that they reach the students and classrooms of America in adequate quantities, at the right time, and at the right price. The process of selection plays an important part in achieving these objectives. The Joint Committee is convinced that this process requires constant review of and adjustment to the changing needs of changing times. This conviction is shared by a number of educational associations concerned with administration, instruction, and professional needs.

Representatives of the National Audiovisual Association, the NEA Division of Educational Technology, and the following organizations affiliated or associated with the NEA responded to a questionnaire from the Joint Committee and made suggestions that helped shape this book: American Association of School Librarians, Association for Educational Communications and Technology, Association for Supervision and Curriculum Development, National Association of Elementary School Principals, National Association of Secondary School Principals, and National Science Teachers Association. The following individuals reviewed drafts of the manuscript and proposed numerous improvements: Neil P. Atkins (ASCD), Donald L. Carothers (ACT), William J. Ellena (AASA), Howard Hitchens, Jr. (AECT), Anna Hyer (DET),

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The Committee expresses its appreciation to Dr. Sidney Dorros, staff contact for the NEA, and to Dr. Austin McCaffrey and Mary McNulty, staff contacts for the AAP, who guided the work from its inception. The Committee also thanks Dr. John D. Sullivan, NEA assistant executive secretary for communications and public relations, for his aid and support.

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E. B. Palmer
National Education Association

Emmert Bates
Association of American Publishers

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The Joint Committee recommends that school systems allocate 5 percent of their annual per-pupil operating cost for the purchase of instructional materials and related services (p. 55).

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capsule review

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NATIONAL EDUCATION ASSOCIATION
PUBLICATIONS DIVISION
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202-833-4236

Review Release

SELECTING INSTRUCTIONAL MATERIALS FOR PURCHASE: PROCEDURAL GUIDELINES. Joint Committee of the National Education Association and the Association of American Publishers, 1972. 64 pages. $2.00. Stock No. 381-11992.

Today--more than ever--selection committees for textbooks and other instructional materials are in the news: a book or film is too sexist--or not sexist enough, minority groups get short shrift or no treatment at all.

To do its job effectively, every instructional materials selection committee needs to know how to organize itself--how to set up the correct procedural guidelines.

School board members, administrators, teachers, curriculum specialists, and other experts whose counsel will be sought during the selection process will find that the book will answer questions like these:

- How are changing conditions affecting the selection of instructional materials? (p. 13)
- How much should a school system spend for instructional materials and related services? (p. 51)
- In what legal and administrative setting does selection take place? (p. 23)

(more)

· How should a school system organize for selection? (p. 31)

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The following five Joint Committee recommendations are especially significant and deserve close examination.

1. *Educators, publishers, and interested citizens should make concerted efforts to eliminate state laws and other state and local procedures that unduly hamper the freedom of local professional selection committees in their choice of instructional materials.*

2. *Policy governing selection of instructional materials is an acceptable topic for negotiation. The give-and-take of negotiations can help clarify details of the selection process and mobilize the interest and energies of teachers for the task of providing instructional materials.*

3. *A majority of the selection committee should be classroom teachers.*

4. *In assessing instructional materials, selection committees must consider a variety of criteria, including how well the materials reflect the multiethnic nature of our society.*

5. *Public school districts should allocate for instructional materials and related services at least 5 percent of annual per-pupil operating cost.*

The 14 recommendations in the book are drawn from a study undertaken by the Joint Committee of the NEA and the Association of American Publishers.

A review copy is enclosed--release date: February 13. Tearsheets of your review would be appreciated.

FOR FURTHER INFORMATION:
Nancy M. Greenberg/(202) 833-4062
1/72

NEA Publications Division
1201 Sixteenth Street, N.W.
Washington, DC 20036

Introduction

When a large number of people are involved in a task that has important implications for students, teachers, and the community, it is imperative that the work be carried on in an orderly, professionally responsible manner.

The kinds of instructional materials selected and purchased by American schools greatly affect curricula, ways of teaching, and student motivation and achievement. These, in turn, affect public attitudes toward the schools. More and more people, laymen as well as professionals, are becoming concerned and involved with the selection of instructional materials.

The purpose of this book is to chart procedures for the selection and purchase of instructional materials and related services for the public schools of the United States. It is addressed to school board members and administrators, who, of course, have legal responsibility for educational expenditures; to teachers, who must understand the materials and how to use them, and whose students are most directly affected by the materials selected; and to curriculum specialists, librarians, media specialists, and other experts whose counsel is invaluable during the deliberations and at decision points in the selection process. Parents, citizens, and students who participate in selection will also find helpful suggestions here.

Scope

In undertaking this study, the Joint Committee set a limitation on its scope, deciding to concentrate on the *process* of selection for purchase and on steps educators should follow to bring the process to a fruitful conclusion. Local selection committees should, of course, be provided with adequate instruments to assess the materials in which they have an interest. But the Joint Committee decided that detailed criteria for judging or evaluating textbooks or other instructional materials are not within the purview of this document. Specific criteria for evaluating materials in nearly all subject matter areas and media formats have been developed by local and state school systems and by professional organizations concerned with the teaching of English, science, social studies, and other disciplines. Such criteria are also being

developed by groups like the Educational Products Information Exchange. And several groups have developed criteria for evaluating treatment of minorities in social studies and other texts.

Definition

At this point a definition is essential. As used in this document, "instructional materials" include textbooks, supplementary books, workbooks, paperbacks, pamphlets, programed instructional systems, anthologies, dictionaries, encyclopedias, reference works, tests, classroom periodicals, newspapers, filmstrips, 8mm and 16mm films, audio and video tapes, records and cassettes, slides, transparencies, globes, kits of realia, manipulative objects, learning games, and graphic items such as cards, posters, maps, and photographs. Excluded from the definition are library books and supplies and equipment.

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The decision to introduce a new textbook, or to abandon an old one, has long been a common occurrence in American public schools. Because of its routine nature in the past, textbook selection usually interested only those relatively few who took part in the process.

Today, selection and adoption of new instructional materials can be front-page news. A new reading system or a new mathematics series may get national attention. On the district level, selection of a series of texts, or films, may be of deep interest to civil rights advocates, religious leaders, liberals, or conservatives. It may affect relations between various racial, religious, and ethnic groups. It may bring public satisfaction and support, or plunge a community into debate and conflict.

Selection of instructional materials today must be an open process including the participation of students, parents, teachers, and administrators, for it involves professional, budgetary, and human relations complexities.

Having the most significant bearing upon the selection process are five recent developments:

1. The struggle of minority groups toward new status in American life—and the beginnings of new appreciation for the value of pluralism.

2. The demonstrations of strength by parents and students who want to change schools and programs and to introduce new ideas and new content into education.

3. The growing power of teachers and their determination to take on major educational roles—including, in many instances, selection of the materials they use in the classrooms.

4. The slow but persistent move toward individualizing instruction to meet the differing interests, needs, and learning styles of each student.

5. The rapid development of new families and generations of teaching tools made necessary by the ever-changing curriculum, new insights into learning, and the application of technology to teaching.

Minority Power

Social changes profoundly affecting American education have grown out of the struggle of minority populations to be understood and appreciated—and to have access to an education that will serve their unique needs. In one phase of this struggle, blacks, chicanos, Jews, American Indians, and other racial and ethnic groups have organized to change or remove traditional curriculums, outdated textbooks, and irrelevant school activities. In another phase, these same groups have pointed to their values, their culture, and their literature as a precious heritage of a pluralistic society.

The educational rebuilding demanded by minority peoples and by new insights into human relations has produced some results already:

- The most intensive and detailed revision of textual materials ever undertaken by a free nation. This revision has aimed to eliminate bias and misrepresentation and to include facts and concepts not recognized before for their importance to racial and ethnic understanding.
- Creation of new batteries of materials incorporating new data of concern and benefit to our multiethnic population.
- Creation of standards and procedures seeking to assure the preparation and selection of materials that reflect the history, culture, pride, and needs of all groups in our nation.

Hosts of Americans—including some who have legitimate grievances against the schools, but remain dedicated to democratic education—are watching closely the way schools are responding to the hopes and values of our ethnic and racial groups.

Parent and Student Power

Not just watching but demanding accommodation and change from the public schools are parents and the students themselves.

Parents

Two contradictory trends are noticeable in the relations of parents to the schools their children attend. On the one hand are the apathy, loss of faith, and antagonism felt by many parents, as exemplified by the recent sharp drop in PTA membership, by persistent defeats of bond issues in many parts of the country, and by the willingness of some parents to explore the voucher system and performance contracting for educational services they believe the schools fail to provide adequately or economically.

On the other hand is the continuing strong parental support for programs of special education, for the schooling of very young children, and for better schooling of ghetto children, black children, and children of other minority groups. Parent power in big cities has shut down substandard schools, forced dismissals of teachers, and brought about the reorganization or decentralization of districts. Parents everywhere have exhibited activism on questions of curriculum. When a group of parents finds a reason to disapprove of a textbook, a library book, or even a spelling list, the chances for its survival are slight. At the same time, parents

often fight for increases in budget allocations for instructional materials.

Students

In many of today's secondary schools the student, on his own initiative, is taking steps to get the kind of conditions for learning he feels are appropriate. When he fails to get what he wants, his response may range from rational to irrational, from appropriate to unsound. The dissatisfied or bored student may drop out, take part in protests and riots, or take his case to court. In recent years students have won legal victories assuring them greater freedom of expression and dress and the right to help determine policies for school discipline, student government, and student press.

From the battles involving school policies and regulations the student has emerged as a personality clothed with civil and individual rights protected by the Constitution. He is a new figure on the educational scene—a person not only to be taught, directed, instructed, guided, and disciplined, but also to be respected and consulted in formulating the conditions under which he is to be educated.

Student unrest should not be interpreted as a negative movement. Schools have responded positively in a majority of instances and have provided a wider choice of electives, shorter courses, greater use of audiovisual and multisensory instructional materals, new subject matter as requested by students, more student involvement in rules making and curriculum decisions, and a wider range of instructional materials to which students can relate with meaning and interest.

Teacher Power

The men and women who teach in America's classrooms have gained a more decisive role in the selection of instructional materials. Teachers have new power not only for advancing their economic well-being but also for making decisions on curriculum and instruction. Through organized action and collective negotiations, teachers can apply their influence to get sufficient books and other instructional materials for themselves and their

students, to eliminate biased or obsolete materials, and to acquire new types of teaching and learning aids.

Factors other than those depending on the use of power are also giving teachers a leading role in the selection of instructional materials. One is that we now have a better appreciation of the principle that the worker should have a voice in choosing his own tools. As teachers become better educated and acquire greater professional competence, they insist on this prerogative.

Many teachers are also reaching for self-governance. They want greater control of their profession and its functions, including selection of materials. To this, those in authority respond with a demand for accountability: "Become accountable and you can govern yourself." The tug-of-war may go on for some time. But another principle applies here with some force: "If teachers are to become accountable for their instructional tasks, they have to have main responsibility for selecting the materials they are to use in the classroom."

Individualized Instruction

Moves toward individualized instruction are taking place in a setting that includes changing curricula, experimentation with new modes of instruction, and a widening range of materials and media for use by student and teacher.

Facts, skills, and concepts are battered by change and withered by obsolence. Factual data are in an ever-increasing supply, and specialists are hard put to select, organize, interpret, and communicate the knowledge essential for the young.

Rebuilding the Curriculum

Great movements to reorganize mathematics, science, and other major subjects are still under way. In fact, every staple of the American curriculum, from art to zoology, is under reassessment. Specialists in most disciplines are habitually unhappy with the quantity and quality of student learning. Scholars and authors are continually deciding anew what method of presentation is most appropriate, what is to be left out, what is to be enlarged, what is to be given different emphasis, as they prepare new books or instructional systems.

One result of the reconstruction of content is the creation of new batteries of instructional materials. These products have their strengths and weaknesses, and they nearly always present new challenges for the teacher and learner. Which batteries, which series, which programs to select are persistent questions for administrators and faculty.

Mushrooming Courses

New courses and content are piling up over and above the traditional programs of studies. Most recent and most publicized are black studies, sex education, drug abuse education, environmental studies, and urban problems. Also in demand are courses in humanities, non-Western cultures, oceanography, and career training for the age of the computer. Without deprecating what students should know and be able to do, educators also want to teach them how to manage feelings and emotions. Affective education is producing new types of instructional materials and will require still more as it moves toward fuller development.

What is taught, and what will be taught tomorrow, in American schools is tied to the needs of the very young, the young, the adolescent, the adult, and the aged. Just as their needs appear to be limitless and ever changing, so does the stream of courses of study.

Reaching the Individual

The movement to release the individual from formal restraints and to give him freedom to learn can be seen on both the elementary and the high school levels.

In the *elementary school,* the division of the school day into specific time periods for specific subject-matter lessons is fading, and flexible time patterns, independent study, tutorial instruction, and individual prescription of learning experiences are becoming dominant. Pupils move from learning task to learning task as easily as they move from one resource corner to another. They may not realize when they are studying history, when local government, and when ecology. They may turn to several reference books and to a series of audio cassettes or film loops for information on a single topic. The movement toward the open classroom may be slow or rapid, but its underlying concept—freeing

the student to work in an environment conducive to learning—is basic to good educational practice. One condition that creates such an environment is abundance of materials.

As long as the *high school* serves mainly as a college preparatory institution, its curriculum has rigid requirements—four years of English, three years of mathematics, two years of science, and so forth. Year-long courses are still a major feature of secondary schools serving the formal academic needs of students. But the American public's view of what high school education should be is changing. Our objectives are becoming broader. Occupational training is increasingly in demand.

Students want and need short-term courses centering on skills and subjects relevant to their lives. This is the impetus that brings into being large numbers of semester courses, quarter courses, and mini-courses. Traditional subject matter, as well as new content, can fit into the new patterns. English, mathematics, science, poetry, poverty in America, the automobile, and cooking are all appropriate topics for shorter courses. The appeal of these courses is great, their spread rapid, and their demands on instructional resources immense.

A striving to reach the individual—or at least to avoid mass instruction—is the basis of all the developments sketched above, as well as of continuous progress plans, individually prescribed instruction, pupil contract plans, and other approaches. Whatever the label, whatever the approach, individualized instruction is characterized by a universal need for large and varied quantities of instructional materials for use by student and teacher.

New Teaching Tools

Today's market is rich with a multiplicity of instructional materials from which educators can select those that best meet the needs of students and teachers.

Diversity of Tools

The textbook—basal and standard, single and in series—remains the chief instrument for instruction in America's schools. Textbooks are so designed that for most courses they contain the core content of a discipline or a subject matter area, but they

are frequently used in connection with a host of other teaching and learning tools. And more courses each year are being organized around problems with data supplied from various nontext printed and nonprinted materials.

Interlocking Media

The Committee's definition of instructional materials covers the individual student's learning kit, the classroom collection, and the resources needed by the classroom teacher to carry on his work. Publishers frequently combine these items in a variety of ways to produce interlocking systems of multisensory components. These systems also go into school libraries and instructional media centers. The distance between the classroom and the library or media center is steadily decreasing; teacher and student make use of instructional materials housed in both places.

Role of Publisher

The availability of materials for instruction in good supply and rich variety is largely due to the industriousness of the nation's publishers and materials producers. Essentially business entrepreneurs, they are closely allied with the educational community. Competent publishers, in cooperation with competent educators, assess needs of students, analyze learning theory, and appraise technological developments for possible use in classrooms. They keep in touch with the thinking and actions of the student, the researcher, the scholar, the educational theorist, the inventor, the teacher, and the school administrator.

The close collaboration of publishers with schools, colleges, and educational leaders has resulted not only in improved textbooks during the past decade, but also in the development of new generations of materials. Among these are multitexts, multimedia instructional packages, software for sophisticated electronic teaching systems, and measurement devices for evaluation of student learning and instructional prescription. Aware of learning needs and instructional trends, the publisher brings into the marketplace materials designed to make the most of the different learning styles of students; materials based on interdisciplinary concepts; materials seeking to promote ungradedness, individualized instruction, and independent study; materials using problem-

solving, inquiry, and concept-generating approaches; materials geared to behavioral objectives; materials designed to be student-oriented and "relevant"; and, finally, materials that are boldly "traditional."

Major publishing ventures require large investments. Substantial sums of money and considerable time are needed to create a new series of texts or a multimedia system. Publishers frequently apply "survival tests" to publishing projects before venturing toward production. They ask, Has there emerged a new mode of learning or teaching, or have there appeared new needs and problems, requiring the support of instructional materials? How deep and lasting are these trends and needs? Can appropriate instructional materials be produced with the resources available? Will administrators and teachers buy and use the new materials?

These "survival tests" have eliminated countless proposed publishing programs, even though the programs could have been marketed under "innovative" and "space-age" labels. The industry's selection process helps. But the main responsibility for selection remains with educators.

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The selection of instructional materials goes on endlessly in American school systems. It may be a formal process, sharply defined and closely controlled, or it may take place informally, almost without recognition that it *is* a process. The range is wide.

Selection is subject to a number of influences and factors. It must be carried out with due regard to state law, appropriate school board policy and regulation, and the contract negotiated with the local teachers association.

State Textbook Laws

The effect of state laws on the selection of instructional materials varies. About half the states have laws that *could* be used to

restrict local districts to selecting one or a few books per grade per subject for a specified number of years. These "state adoption" states vary in the rigidity with which their laws are drawn or enforced. In some, the state laws and procedures facilitate the selection process and assure the availability of up-to-date instructional materials. In others, however, schoolmen have real cause for complaint about the severity of the constraints imposed by law.

The "nonadoption" states are practically free of restrictive laws controlling selection of textbooks. But even these states may have entrenched traditional procedures governing selection which have no basis in law but which have "just grown" over the years.

It should be noted that the instructional materials laws and regulations of both "state adoption" and "nonadoption" states pertain only to basic textbooks. And, in actual practice, the distinction in selection patterns between these two categories of states may be blurring. What remains real in both categories is the existence of restrictions, in different forms and with different degrees of rigidity. These restrictions may dictate the length of the adoption cycle, prescribe or prohibit the teaching of specified content, require licensing and bonding of publishers, preclude the adoption of important supplementary material, or restrict publishers to negotiations with state-level officials only. The states have no monopoly on procedures that inhibit selection of suitable instructional materials. Some of the larger cities have similarly restrictive procedures.

Recommendation: Educators, publishers, and interested citizens should make concerted efforts to eliminate state laws and other state or local procedures that unduly hamper the freedom of local professional selection committees in their choice of instructional materials.

School Board Policies

Written school board policies give the administration and faculty direction and authority in working out sound selection procedures. In considering policy, a board has a wide choice of elements. It might wish to incorporate into its policy statements such concepts as the following:

- Our district desires up-to-date, educationally valid materials.
- Materials must carry out curriculum and instructional goals of the district.
- Every student must have access to an adequate supply of instructional materials.
- Materials must reflect the interests and needs of multiethnic enrollment and society.
- An entire range of media, from print to electronics, shall be used.
- Instructional materials shall be under continuous review and assessment.
- Teachers are the prime decision makers in the selection of instructional materials.
- Views of parents and students shall be taken into consideration.
- Procedures for selection shall be under the supervision of the superintendent or his designee.
- Opportunities for review, appeal, and repeal of decisions shall exist.
- The selection process shall be free from unreasonable restraints.

Many more elements could be set down. But it is the nature of sound school board policy to be concerned with purpose, intent, and concept—and to leave the establishment of instructional objectives and the formulation of selection rules to the administration and the teachers association.

Development of policy is a long process. New policy statements come into being after study and discussion by staff, faculty, members of the public, and, at times, students. Boards often hold public hearings on issues concerned with instructional materials. More than one board meeting may have to be held to consider the views of many individuals. But in the end, the board has to approve a policy it believes will advance the aims of the school district. Policy statements should remain under continual review and should change in accordance with changing conditions.

Recommendation: Throughout the selection process, those involved in it should consider the views of the school board as represented in its written policies not only for selection, but

also for curriculum, instructional services, textbooks, and instructional resources for teachers, students, and libraries and/or media centers.

Negotiated Agreements

The negotiated agreement is now accepted as a standard instrument guiding relations between boards of education and organized teachers. It is usually concerned with more than salary schedules and conditions of employment. Many agreements have clauses dealing with curriculum, instructional materials, and other topics of professional concern. These clauses are binding, assuring performance on the part of both administration and faculty. The negotiated agreement, where desired, can be an action instrument in the interest of sound selection procedures. It can reinforce the policies of the board and its administrative procedures. It can assure active participation of individual teachers and teacher committees.

But each proposal and counterproposal is subject to long negotiations before acceptance. Decisions must be made during negotiations on such questions as—

- Is selection of instructional materials to be an integral function of curriculum review and development?
- Who may, or may not, initiate action looking toward change or replacement of materials?
- How much power should representatives of the administration and representatives of teachers have in the selection process?
- What should be the makeup of selection committees?
- Should released time, or compensatory time, be given teachers working on selection committees during the school year? If so, when should these teachers be paid and how much?
- Must the board provide teachers with in-service or consultant help in the utilization of new or innovative materials?

Recommendation: Policy governing selection of instructional materials is an acceptable topic for negotiation. The give-and-take of negotiations can help clarify details of the selection process and mobilize the interest and energies of teachers for the task of providing instructional materials.

Role of School Administrators

Let us look at the present-day setting in which school administrators function. Those who administer the nation's public school systems are charged, in theory, with influencing goals and purposes, devising plans to achieve them, getting and organizing the people to do the work, procuring resources, and evaluating the effectiveness of the enterprise.

People in the community have a simpler concept. When they ask of the schools, "Who's in charge?" they expect the school executive to reply, "I am."

Neither the theoretical nor the popular notion is accurate. Even in legal terms, ultimate responsibility for the public schools is assigned to laymen (boards of education). Administrative responsibility is assigned to a diversity of professionals (superintendents, principals, business officials). When the superintendent, or any other person in administration, faces the responsibilities charged to him, he finds many other forces, agencies, individuals, and institutions "in on the action." Thus *purposes* may be influenced by the community, parents, and students. *Personnel and staff* may be influenced by the decisions of teacher organization leaders. *Resources* may be influenced not only by fiscal authorities who control the money to buy the things needed in schools, but also by the people who make and market those things. *Evaluation* may be the function of test makers or of national assessment programs.

So spread and decentralized (and, some will say, fractured) is school administration that only a small part of the control remains with the administrative staff. Certainly, no one is likely to insist on the answer, "I'm in charge." A more appropriate response might be, "We're in charge."

That portion of control which remains with administration may be all-important if the school executive uses it to mobilize people, energies, time, and resources for the educational enterprise. Sharing control then becomes a way of maximizing it. But mobilizing the many forces needed to support educational programs requires vigorous leadership. Sharing does not mean abdicating.

The process of selecting instructional materials illustrates this point. The school administrator will not do the job by himself. Many people will be involved in selection. But the role of adminis-

tration will always be very near the center of the process. Together, superintendent, central office staff, principals, and teachers association should help determine the goals and procedures, designate the people, and allot the resources and time needed for the work. The underlying reason for shared leadership is that selection is no routine task. It is a challenge requiring professional judgment. But because selection must be carried on within the framework of the school organization, there must exist authority to guarantee that the process will begin, continue, and come to a successful conclusion.

The school superintendent must take a central role. He may initiate the action, or he may respond to the initiative of others. He may become personally involved, or he may delegate responsibility. But his authority, interest, continued concern, and availability must be on the line.

Resources and Facilities

The selection committee will not be able to function unless it has time, space, tools, and authority. Very properly, the selection committee will come to the administration for the necessary means to do its job.

Time to work on selection will be an especially important ingredient. Whether time should be donated by teachers, be paid for by the board, or be compensated in some other way may be a board policy, a negotiated provision, or an administrative ruling. But in the final analysis, the administration will have to announce and back the decision.

Similarly, the administration will see to it that the selection committee—

- Has authority to schedule meetings or subcommittee meetings.
- Can arrange for visits or conferences.
- Has funds for travel when necessary.
- Has funds and authority to engage expert consultants.
- Has the means to compile its final recommendations.
- Has clear channels for bringing recommendations for superintendent or board approval.

Recommendation: The superintendent and his associates must create the conditions under which the selection process will move

toward productive and conclusive results. It is the administration's duty to provide a clear statement of what is expected of the selection committee and to seek adequate financial, physical, and administrative resources for those involved in selection tasks. The administration must also make visible its interest and concern. Selection committees will do their best work when they feel that school authorities know and care about what they are doing.

3

The selection committee is the key element in the choosing of instructional materials. Its task is to find and recommend resources that will implement educational, curricular, and instructional goals. Everything about the committee—its composition, the way it works, and even its origins—will affect the materials that teacher and student will eventually have for their use. Its formation deserves administrative care and concern.

One selection committee may grow directly out of curriculum review and curriculum development activities. Another may be formed because of teacher demands for more ample supplies of modern materials. Still another may come into being as part of the school system's pattern of textbook review and adoption.

Selection Committee Membership

The majority on the committee should be classroom teachers. For administrative support and resource, the committee may include a principal, subject supervisors, department heads, and/or curriculum workers. It will be useful to assure a permanent or part-time seat to the librarian, media specialist, or director of the instructional materials center.

Parents and students may perform a valuable service on the selection committee. But they should not be invited to serve solely for reasons of innovation or of being "with it." Their function should be to assure broad involvement of the community.

A committee functions best when it is small—when its prime decision makers (teachers in this case) have just enough expert and specialist support to carry on their work, but not so much as to overwhelm them.

Recommendation: A majority on the selection committee should be classroom teachers.

Goals for the Selection Committee

Goals for the selection process should be clearly formulated at the outset. A general goal for those working on tasks of selection may be stated as follows:

> The purpose of selection is to identify and channel into use materials that are relevant to the school curriculum, contribute to the learning process, make effective teaching and learning tools, and meet the unique needs of the school district.

This general goal branches into three main lines of more specific objectives for materials, students, and course offerings.

Materials

In the first group are objectives calling for the kinds of materials that will meet the educational needs of students and advance the schools' instructional program. The selection process will strive in all instances for—

- *Materials that ensure the fulfillment of district curricular objectives.* There is a close relationship in educational practice between curriculum development and selection of materials. One may be a function of the other. Constant reference to curricular goals is an imperative for selection committees. Is the curriculum, or a phase of it, oriented toward the transmission of knowledge, problem solving, or inquiry? Is it geared to achieving behavioral objectives? Humanism? College preparation? Vocational competence? Teachers need and want materials that will help them carry out the district's curriculum prescriptions.
- *Materials designed to promote sequential progress from kindergarten through grade 12.* One aim of modern education is continuous learning, without the barriers of grade (where possible) or other artificial divisions. Therefore, materials designed for an articulated curriculum are desirable. They should help students make orderly, sequential progress from one level of learning to another, without repetition, but with ever widening circles of understanding.
- *Materials that provide for student differences in ability, interests, achievement, and backgrounds.* Educators and publishers recognize the idea that no basal textbook by itself and no single series of texts can serve all students within a grade. We know too much about individual differences to accept "lockstep learning." Selection must always concern itself not only with the rough divisions of human ability—average, below average, and high ability—but also with special needs—those of the poor student, the city student, the suburbanite, the foreign-born, the bilingual, the job-bound, the college-bound.
- *Materials that recognize that America's peoples take pride in their race, religion, and social backgrounds.* Materials that betray prejudice, perpetuate stereotypes, or fail to recognize the talents, contributions, or aspirations of any segment of American people are not acceptable in the public schools. Selection committees must choose teaching and learning resources that engender human dignity, humaneness, and understanding of the points of view of all Americans.
- *Materials that encourage self-instruction.* Basic instructional

materials invariably attempt to build into their content activities designed to get the student to take responsibility for his own learning. Selection committees must give attention to such approaches as well as to programs and systems that place student learning and progress at a self-determined pace, on self-selected subjects, toward self-satisfying goals.

- *Materials that call upon the learner's eye, ear, sense of touch, and kinetic propensities.* This objective implies appropriate use of a diversity of print and nonprint media. A textbook that encourages teacher and student to work with a variety of materials for reinforcement of learning should usually be given preference over one that presumes to stand entirely on its own.

Students and Their Classrooms

In a second group are objectives assuring that each student (and the classroom he works in) has the proper materials in adequate supply.

For the Individual. The selection committee must be concerned with supplying an adequate variety of materials for each student's individual use. It will need to decide whether a textbook should be the basic tool for a particular program or course, or whether a variety of materials should be used. The committee must also face these questions: How many and what kind of supplementary books are to be supplied? What about consumable materials? Periodical materials? Reference works for individual use? Audio-visual materials for individual use?

A goal for the selection committee is to assure that the individual learner has the tools he needs, in adequate quantity and in the variety and range that will aid both group and independent study. The makeup of the individual's kit will differ not only with the subject matter and grade, but also with the learner's characteristics. The student who will take his last science in high school and the one who hopes to become a physicist need different kinds of science books; the high-ability student engaged in an independent study program in math will need advanced instructional materials in that subject.

Selection for the mass of students must not become impersonal and lose sight of the individual.

For the Incoming Student. New enrollments affect selection of materials. Selection committees should therefore have before them projections of future enrollments. Each new student entering school the next year must have as complete an outfit of materials as those already enrolled.

While the administration will consider the budgetary implications of new enrollments, the selection committee should assess the new entrants' schooling needs and goals. Are they likely to be from the inner city? From middle class families? Will they have special needs for remedial or bilingual help or enrichment? Will they be headed for college rather than employment? By considering these factors as far ahead as possible, selection committees can make appropriate recommendations for the selection and acquisition of the proper materials for the next several years.

For the Classroom. Just as each student needs his own complement of materials, so each classroom requires its collection of items for use by the teacher and students. Such collections improve the climate for teaching and learning. They can provide a base for independent study and individualized learning. The selection process should make adequate provision for supplementary and reference works, maps, globes, periodicals, paperbacks, transparencies, learning games, records, audio cassettes, and other materials that can be useful to groups and individuals.

One concept underlying the open classroom is the student's ready access to materials. Materials collections in classrooms must be stocked with items chosen as carefully as those in the library or media center.

Course Offerings

A third main group of objectives calls for the introduction of the desired types of materials into existing programs and for the provision of adequate materials for courses newly created in response to pressing student needs and interests.

New Materials for Existing Programs. Basic offerings in American schools will probably remain central for some time to come. Selection of new materials for these courses must receive first attention from administrators and teachers, because (a) the content of the

instructional materials becomes outdated; (b) existing offerings are under pressure to change; (c) teachers need new ways to carry on their instructional activities in an atmosphere affected by student needs and aspirations, by the creation of new teaching tools, and by shifts of emphasis on facts and concepts; and (d) textbooks used in existing courses become worn out and tattered if not replaced periodically.

Systematic review of material for existing offerings at every level of the school system may be on an annual basis or, more likely, on a three-year cycle. Or it may be geared to the curriculum revision plans of the district. There is reasonable assurance that materials for those courses of major current concern, such as reading, mathematics, science, and social studies, will be reviewed and changed periodically. But what about the existing courses that are not the objects of popular or educational clamor? Sound administration calls for a timetable for review of materials in industrial arts, business education, physical education, special education, and music, just as in other areas of the curriculum.

Materials for New Courses. New content develops in response to national, state, and local needs, as a result of new research, or because of the recognition of new objectives. Black and other ethnic studies, ecology, drug abuse, sex education, and non-Western civilization—to cite a few examples—may be incorporated into standard and existing courses, or they may be developed as semester-, quarter-, or mini-courses.

Administrators should recognize that the introduction of new offerings, in a variety of formats and with ever-new content, may become a standard part of curriculum development, rather than an occasional occurrence. These new offerings will require a wide range of instructional materials. They will also require funds through long-range planning and budgeting—a process that must receive proper administrative attention.

Use of Materials

The selection of materials will result in better teaching and learning only to the degree that teachers are helped to make the best use of the new materials. Hence a supporting goal of the selection process is to achieve good use of the materials chosen.

Publishers usually provide teachers editions, manuals, how-to-use-it handbooks, and other technical suggestions. Such aids should be evaluated with care by selection committees. Devices for evaluating teachers manuals may be as useful as devices for rating the instructional materials themselves.

But much more than a supply of teachers manuals is needed for effective use of modern instructional materials. Newly selected instructional resources may bring new organization of content and may call for changes in teaching methods. Among the goals of the selection process should be plans to assure that classroom teachers—

- See the values, benefits, and advantages of the newly selected materials.
- Know how to put them to work for the benefit of the student.
- Make the transition from the old to the new smoothly.

Recommendation: Goals for the selection process must be clearly established at the outset and must be geared toward sound educational practices and the instructional objectives of the school system.

Working Procedures

A selection committee will operate most effectively when it first takes time to look at itself as an organism. At the earliest possible moment, committee members should seek to answer such questions as, What is our assignment? How much time do we have for the job? How shall we organize for it? How will we know whether we are on the right track? How can we judge our performance? These questions may have to be asked again at various stages in the committee's life.

Without haste, yet without delay, the committee must move toward substantive work. If it is to do so in an orderly manner, there must be a clear understanding of working procedures on the part of all members. How often will they meet? What officers are required and what is their power? Are subcommittees needed? How frequently should interim reports go to the administration? What procedures exist for providing information to the public? A productive committee settles such routine questions early in its life so as to concentrate on the selection process.

Several procedures call for more detailed planning:

1. Getting an adequate flow of information about instructional materials may require travel to conventions, to schools outside the district, or to publishers' offices or state depositories. Scheduling and financing such travel require advance planning and clearance.

2. Scheduling and planning for publishers' presentations of products must get committee attention early. Correspondence, telephoning, setting up appointments, and planning demonstrations will have to be built into the details of committee work if the members are to become familiar with the many kinds of material available in the marketplace.

3. Holding open hearings at which parents, teachers, students, and taxpayers find out what the committee is doing may be part of the selection process. Such hearings have to be worked out with the help of principals and the central office. They require preparation and attention to public relations.

4. From its first day of life, the selection committee must prepare for its ultimate achievement—completing the recommendations and channeling them to the superintendent and board for final action. From the outset, the committee must know what procedures to follow and what steps to take to assure the implementation of its final report. Together with the administration the committee should work out responses to the following:

- Who is to review the recommendations before they reach the superintendent? (Principals and other supervisory personnel? Local association committee? School district council on curriculum or instruction or materials?)
- What should the superintendent and board of education be provided with to help in their review of the recommendations? (Statements of rationale for the selections? Samples of selected materials? Cost figures and impact on budget?)
- Who is to do what in the event that the recommendations are challenged by the community at large? Are challenged by the local teacher association? Are sent back for revision because of budgetary problems?

Recommendation: The selection committee should set up and adhere to systematic working procedures.

Atmosphere for Creative Work

Not only sound machinery, process, and operations, but also an atmosphere of freedom and creativity are essential to the selection committee's success. The committee's talents should be given to rendering professional judgments, not to performing clerical chores. Its energies should not be sapped by red-tape details and complicated central office procedures. The less it is hampered by outside procedural hurdles, the higher will be the quality of its decisions.

Recommendation: An atmosphere of freedom and creativity is a prerequisite to the success of the selection process.

4

The process of selection involves five basic steps: getting the facts about instructional materials, getting samples from publishers, applying criteria and tests, making recommendations and getting approval, and assuring effective use of the materials selected.

Getting the Facts About Instructional Materials

The process gets under way with a search for information about instructional materials. Members of selection committees need abundant data about products.

Where a Media Specialist Is Available

In some school districts, selection committees will find that reviews of materials and evaluative statements about instructional items of all kinds are already available—collected in one or two centrally located places in the district. These collections are often under the supervision of the district's media specialist. It is assumed that the media specialist will nearly always be a member of the selection committee and that, in any case, the committee will tap his resources in the search for facts about instructional materials.

Catalogues and Reviews

Data about materials may be obtained from the catalogues of educational publishers and producers of educational technological aids. A file of such catalogues should be set up almost as soon as the selection committee is organized for work. The file should also have room for tearsheets of advertisements in professional magazines, advertising circulars, and releases announcing new products. Specialized reference works and bibliographical lists of materials on current subjects should also be readily available. Reviews in professional journals often provide analyses and critiques of materials. Copies of such reviews should be placed in the file or circulated among members of the selection committee. (See Selected References, page 59, for a sampling of items that should be of direct use to those involved in getting facts about instructional materials.)

Exhibits, Visits, Conferences

Personal contacts may give the selection committee the most valuable information. Visits to conventions and conversations with those in charge of exhibits will yield useful data, as will visits to classrooms using materials under consideration and conferences with librarians, media specialists, curriculum workers, and experts in subject matter fields. Salesmen and publishers' representatives are other indispensable sources of facts.

Kinds of Information

The committee should search for the most pertinent information. Although it is useful to have facts about availability, cost, and

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delivery dates, it is more important to search out evidence of the performance and effectiveness of the materials. Often this evidence can be obtained by visiting schools where the materials are being used, by interviewing teachers and talking with students.

In addition, selection committees should determine from the publishers (a) the objectives of the program offered for sale, (b) the assumptions the authors and editors made about the students for whom the program is designed, (c) the learning theory underlying the materials, (d) the designs used by the publisher for research, writing, and validation, and (e) the performance of the materials on the tests and validations the publisher conducted.

Recommendation: Selection committees should gather facts about instructional materials from media specialists, catalogues, reviews, exhibits, conferences, and the publishers' promotional literature. The most helpful information has to do with the performance and effectiveness of materials, where and how they have been used, and what teachers and students think about them. This evidence should be used along with the publishers' data about the objectives of the materials and how they have been met during the testing and trial periods of the publishing process.

Getting Samples from Publishers

When the selection committee reaches the point where it feels a need to get in touch with the publishers of materials, it should use orderly approaches.

Establishing Communications

Official communication with publishers should be channeled through one individual—possibly the chairman of the committee, or the media or instructional materials specialist. The first letter or telephone call to a publisher should indicate the curricular goals of the materials being sought, their range, subject, grade levels, and, equally important, to what extent the committee is interested in book and nonbook material. Ground rules might be established as to whether sales representatives may or may not be in touch with individuals other than the committee chairman during the selection.

Sampling

Requesting sample copies of materials is a serious step; the committee should take it only after careful consideration and possibly a vote. Sampling is essential to the selection process, but it is expensive. The cost of samples is inevitably built into the price of instructional materials. Selection committees should request samples only after they have all the information they can get from descriptive material and believe it essential to examine the products at firsthand.

Here textbooks and print must be distinguished from nonbook and audiovisual items. Publishers find it more difficult to provide sample films, filmstrips, tapes, and other nonbook aids than to provide samples of printed materials. Audiovisual materials are frequently more expensive and more easily damaged. They may require equipment and operators to set up the demonstrations. Most producers, however, do provide some method of preview prior to purchase. For example, films are commonly made available for preview "with intent to purchase." Printed booklets containing the narration and small pictures of each frame are provided in the case of filmstrips.

Presentations and Demonstrations

Requests for presentations should be made only when the selection committee has narrowed its choices by identifying materials that appear to relate to established instructional objectives. The publishers' representatives should be given much advance information about the school system, its instructional program, and the goals of the selection committee. Each presentation should be planned, scheduled, and conducted with care and precision. It is an important event for teachers, administrators, students, and parents—as well as for the materials producer. Adequate time should be allocated to formal presentations, to questions and answers, and to examination and viewing of materials. Whether an hour or a full day will be required can be decided only by those arranging the sessions.

How To Work Together

Contacts between the selection committee and a publisher may include formal presentations, small group discussions, interviews

and conferences, telephone calls, and correspondence. These contacts, which may continue for many months, must be kept under control by the selection committee chairman. The committee members should not be placed under pressure by the firm's representatives. Neither party should waste the time and energies of the other. All dealings should be businesslike, on the record, and channeled through officially designated persons only. The ground rules worked out for the relationships between the school system and the publishers should be observed.

Recommendation: Educators must set up businesslike ways of dealing with publishers and suppliers. Ground rules governing who speaks to whom and the length and nature of presentations and sales approaches will help both buyer and seller.

Applying Criteria and Tests

The selection committee now begins its crucial task of assessing the materials received from publishers. The assessment is carried on in terms of the goals of the committee, the selection criteria that have been established, and the scoring devices that have been developed. The process is a long one involving the evaluation of—

Content	Authorship	Teacher aids
Accuracy	Recency	Physical characteristics
Presentation	Cost	Pupil consumables
Relevance	Utility	Accompanying media
Philosophy		Ease of use

Print and nonprint may require different sets of selection criteria and scoring instruments. The different media also may require the participation of different groups of experts in the evaluation process.

Application of educational criteria is not enough. Criteria with a social point of view are also necessary in evaluation and scoring. Selection committee members should consider the policies and criteria set forth in such publications as—

- *Minorities in Textbooks,* by the Anti-Defamation League of B'nai B'rith.

- *Designing Instructional Materials for Urban Youth,* by the Council of the Great City Schools (and related statements).
- *The Library Bill of Rights* of the American Library Association.
- *Statements on Racism and Bias in the Teaching of English,* prepared by the National Council of Teachers of English.
- Statements from the National Education Association Center for Human Relations.

The above are typical of a number of statements stressing that instructional materials should—

- Reflect the roles of the various racial, ethnic, and nationality groups in American life.
- Serve the needs and interests of the student from the inner city, the poor family, the minority group.
- Not only be free from bias and prejudiced attitudes and concepts, but also promote the rights and freedoms of peoples regardless of race, religion, or social background.

Recommendation: In assessing instructional materials, selection committees must consider a variety of criteria, including how well the materials reflect the multiethnic nature of our society.

Testing in Action

How instructional materials measure up against selection criteria may become sharply evident during their use by teachers and students. Hence a vital part of the selection process is trying materials in classrooms and during in-service sessions. From classroom experiences may come assessment reports from teachers and students; from in-service experiences may come reports from teachers and supervisors. Such reports help the selection committee to narrow its choices and eventually make its final selections.

Recommendation: Evaluative yardsticks, scorecards, and other instruments are useful in narrowing choices and eliminating the unacceptable. But the selection committee should subject the more promising materials to tests in classroom situations. The experience reports of teachers and students should help the committee reach its final determination.

Making Recommendations and Getting Approval

Ultimately, the board of education will decide whether to approve, ask for changes in, or disapprove the selection committee's recommendations. But a number of steps must precede board action.

Approval by All Involved

The committee's final report and recommendations must be approved either by vote or by consensus of the members. Dissenting points of view, if any, should be treated with respect, aired, and passed on for consideration by faculty and administrators. The final document may have to be routed through, cleared, or checked out with any one or more of the following:

- Principals, department chairmen, supervisors of subject matter
- The curriculum or instructional council
- The local education association and its officers
- The assistant or associate superintendent in charge of instruction
- The business officer and others concerned with budget.

All of these individuals and groups may have been involved in the selection process from the outset. But good procedure suggests that copies of the recommendations go to them for formal notification, and approval if needed.

What Goes to the Superintendent

The report reaching the superintendent of schools should not just recommend materials. It should also treat such topics as the relations of the new materials to the curriculum, their probable impact upon instruction, major reasons for the choices, the performance and effectiveness of the materials as observed during trial use, noteworthy advantages of the materials, their role in advancing the aims of the school system, and reactions from students, teachers, and members of the public. Anticipated in-service training needs should be noted. The report should also include a statement by budgetary and fiscal officers certifying that the proposed outlay for the materials is "within the budget," and a list of alternative materials that were examined.

What the Superintendent Does

In reviewing the committee's recommendations, the superintendent may wish to assure himself further—through conferences or additional memoranda—that the selections will have the approval of, or will not be subjected to criticism or attack by, representatives of the public; that the proposed expenditures are justifiable; that plans exist for in-service training of teachers who will use the materials and others who may be responsible for supervision, evaluation, or materials handling; and that samples of the materials are available for examination by board members, the press, and the public.

When satisfied on most counts, the superintendent presents the recommendations and a request for approval to the board of education. The board's action may be routine; it may involve a review of everything that has been done so far; or it may culminate in a request for changes and alterations.

Assuring Effective Use of New Materials

After selection comes purchase, and after purchase comes use. Effective use of new materials is the payoff. More crucial today than it was a decade ago, planning for effective use will become even more important during the next two to three years, as instructional programs and systems of instructional materials continue to become more complex and more expensive. The public may demand, and rightly, that the substantial investment made in new materials be a sound one returning full and accountable benefits to the students and the community. Therefore, after selection and purchase there must be organized efforts to help teachers make the best use of the materials.

How Publishers Can Help

The two basic follow-up services publishers provide school districts in connection with purchases are—

- Demonstrations and workshops for faculty to enable teachers to use the materials to the fullest extent and best advantage.
- Classroom demonstrations to show the materials in use with students.

The consultants that publishing firms provide for these purposes are professionals, former classroom teachers who combine knowledge of the new product with an awareness of the particular content and methodology it offers that may be new to most teachers. Their basic services are sometimes provided by the publisher without additional cost to the school district. However, in view of the growing complexity of instructional materials and the public's insistence that dollars spent yield measurable results, many school districts want more than cost-free demonstrations of the products purchased. They want a wide range of consultative services in connection with instructional programs—covering planning, materials administration, in-service education, and evaluation. Some publishers are now equipped to provide such services on a fee or contract basis. These additional services can contribute considerably to successful implementation of new instructional programs.

Scheduling the services to be provided by the publisher may be the administration's responsibility after recommendations of the selection committee are approved. But the selection committee should know to what extent and how effectively the publisher can help with the installation of newly selected materials—and whether this help will be on a free or fee basis.

District-sponsored workshops on the building, department, or system level may have to be set up to extend the publisher's efforts. It may take a number of regularly scheduled meetings to give teachers the opportunity to—

- Voice doubts or anxieties about some aspects of the new materials.
- Report initial difficulties with the materials and resolve any problems.
- Ask questions or request clarifications about content or application.
- Report successes or innovative uses.

Recommendation: After the selection is approved, all teachers must be involved in installing the materials and in mastering their use. Publishers can help in this effort. But final responsibility for providing consultative services and in-service education for teachers lies with the school district.

5

"How much will it cost?" "Can we afford it?" "Will it be worth it?" Questions of cost come up throughout the selection process. Economic and financial considerations often act as constraints upon selection. Rightly or not, the persons involved in selection may reject or limit the purchase of certain materials because "they're too expensive for us," or because "we can't get that kind of money from the front office." Such hesitancy, often not based on realistic assessment of either economic facts or public sentiment, tends to limit adequate provision for instructional materials.

More seriously impeding the flow of materials into the schools have been limited concepts of the role of materials and faulty decision-making and budget-planning procedures. Former con-

cepts of materials no longer hold true. Former approaches to financing their acquisition are no longer valid. Educators with a broader idea of what instructional materials are, what they do, and how they serve school and community are searching for new ways to ensure adequate allocation for a wide range of modern materials.

Questions of investment in instructional materials should be moved as soon as possible to the larger arena of decision making where administration is concerned with objectives, plans, programs, allocation of resources, and evaluation of results. Obtaining funds for the materials recommended for adoption is a task for officials concerned with overall planning and budgeting. In such a setting, it may become apparent that the traditional budgetary procedures are not adequate.

Traditional Budgeting Weaknesses

The typical school budget in the United States uses a philosophy and format introduced early in this century. It is a budget concerned primarily with the money needed to buy specific items or to pay for specific services. Line by line, the budget covers such items as the cost of general control, instruction, health services, transportation, and so on. Line items represent only what the school district will invest or spend, not what learnings, what levels of achievement, what classroom results are to be gained by the money spent. A traditional budget will rarely convey the fact that during the coming year the district plans to change its career education programs, vitalize in-service education, or modernize instructional materials.

In too many school systems, budgets are created by the following routine steps:

1. Building principals and department heads estimate what they will need for the next year (in terms of staff, equipment, supplies, materials).

2. The requests are added, reviewed, and considered, and the totals frequently pared and pruned until the administration has an overall figure it believes the board and the community will accept as the budget for the next year.

One unsatisfactory aspect of traditional budget making is that it rarely calls for examining alternative courses of action or for deciding among competing purposes ("Shall we introduce a summer school program this year, or shall we use the money for classroom materials?"). Budget figures come to the board of education pretty much frozen, and the board usually approves the dollar outlays for things and services, rather than for what those things and services will produce.

Traditional budgeting's concern with one year at a time discourages long-range planning. It is possible to spend many millions of dollars in one year, but it takes more than one year to revise even one area of the curriculum or to renew instructional materials.

New Budgeting Techniques

A number of plans and systems attempting to correct the weaknesses of traditional budget making are under study. The aim is to develop a "planning technology" to help make wise decisions on the allocation of available resources so as to get the results the schools are after.

PPBS is the most frequently discussed new system. The initials indicate the scope of the system—*planning, programing, budgeting*. Some educators prefer to use the initials PPBES, to indicate the need for *evaluation* of the outcome. Others believe that a better label is RADS—resource allocation decision system.

Many question how much of these systems is suitable for educational enterprises. But some elements inherent in them promise to be usable. One of these is the concern with goals—with what the budget is going to achieve for the school, faculty, student, community. A closely related element is the emphasis on product or output—that is, on what we are going to get for the school dollars, not on how they are to be spent. Still another is the emphasis on time. Multiyear planning and programing are necessary to achieve complex educational goals. Five years is often recommended as a desirable planning period.

Recommended Allocation for Instructional Materials and Related Services

The Joint Committee believes that expenditures for instructional materials and related services have been, and are, disturbingly low. Here are three indicators:

1. The 1970 per capita expenditure for textbooks for elementary and secondary school students was $8.90. This figure contrasts sharply with the annual expenditures recommended by the Joint Committee as far back as 1967, which were $42 for each new elementary pupil, $14 for each enrolled elementary pupil, $63 for each new secondary student, and $21 for each enrolled secondary student. These averages have not been approached nationally, despite increased school budgets, infusion of federal aid, and inflation pressures on all prices.

2. One study of the cost of education for 1970-71 concluded that substantially higher expenditures for other budget items seemed to be forcing slowdowns in the purchase of materials and textbooks. The same study showed that during 1970-71, school districts spent an average of $7.19 per pupil for textbooks.

3. Statistics going back several years show that the outlay for the item labeled "textbooks" has dropped from 1.3 to an abysmal 1.1 percent of the annual expenditure for each pupil. Statistical series frequently show another item labeled "other teaching materials" and report a per-pupil expenditure here of 2 to 3 percent of the total per-pupil expenditure. "Other teaching materials" may cover a multitude of things, including consumable supplies, audio-visual equipment, and instructional hardware.

The imprecision of available statistics does not obscure the fact that low expenditures for instructional materials have been a fact of life for a number of years. They have compelled millions of students to use outdated and unacceptable materials.

The Committee believes that when planning systems are perfected and in use, instructional materials will be given a larger allocation in the school budget. But we cannot wait for the new systems to reverse the lagging rate of expenditures for materials.

Until more sophisticated budgeting techniques are developed, school systems will find a general expenditure guideline for instructional materials useful. Such a guideline may be expressed in dollars or as a percentage. In 1967 the Joint Committee made recommendations in terms of dollars. Experience has shown that inflation of prices rapidly invalidates such figures. Therefore, after much consideration,

The Joint Committee of the National Education Association and the Association of American Publishers recommends that public school districts allocate for instructional materials and related services at least 5 percent of annual per-pupil operating cost.

The Joint Committee notes that *Standards for School Media Programs,* published by the American Library Association and the National Education Association in 1969, recommended the expenditure of not less than 6 percent of the national average per-pupil operating cost to maintain an up-to-date collection of materials in the media center. The 5 percent recommended by the Joint Committee in this document is not in addition to that 6 percent but overlaps considerably with it. The Joint Committee's definition of "instructional materials and related services" (see page 11) includes, under instructional materials, textbooks and all other kinds of instructional materials *except* library books, and, under related services, evaluation, staff development, and other services for the specific purpose of assuring successful use of newly adopted programs and materials. The standards promulgated in *Standards for School Media Programs* applied to library books and all other instructional materials *except* textbooks, classroom reference books, and magazines and newspapers acquired for classroom use.

The recommendations in *Standards for School Media Programs* were based on a concept of instructional materials which is as yet largely unrealized. The recommendations of the Joint Committee are not intended to contradict or compete with that concept but are based upon the pattern of organization currently in effect in most school systems.

The 5 percent guideline, applied in 1970-71, would have provided a national average expenditure of $42 per pupil for all types of instructional materials as defined in this document. The $42 is

calculated from the NEA Research Division's estimate of $839 as the average current expenditure per public elementary and secondary day school pupil in average daily attendance.

Although the amount recommended is about double the current rate of expenditure, it represents a modest investment in terms of the need and the opportunities involved in a modern instructional program.

What the Investment Will Buy

The Joint Committee believes that the recommended expenditure will be supported by taxpayers if they are helped to understand the following considerations that underlie the investment to be made in instructional materials:

- *More than materials.* When a school system adopts new instructional materials, it also tries to achieve new goals and new programs with which to serve the community. The dollars used to purchase new materials also bring improvements in curriculum and instruction.
- *More than print—multimedia.* Instructional materials dollars are purchasing more than textbooks. They are buying a wide array of print and nonprint. The films, tapes, cassettes, transparencies, and other audiovisual materials required by modern teaching procedures invariably call for an outlay higher than that previously made for textbooks only.
- *Greater variety of applications.* Today's instructional materials are used for a greater variety of tasks than ever before. They serve the needs of individualized learning, independent study, and self-directed learning. They serve students from racial minority groups and inner-city families. Materials of various levels of difficulty and challenge serve students with differing abilities.
- *Utilization and productivity.* The teacher in the United States today is the highest paid in history. It is a waste of costly professional talent to allow him to struggle with inadequate texts or other improperly designed instruments of instruction. In the long run, it is good economy to give the teacher good tools. Only with good materials, properly used, can the teacher help students reach the achievement levels expected by the public.

- *Wider range of deployment.* School authorities have a number of obligations that can be met only by the acquisition and deployment of sufficient supplies of instructional materials. The public should be reminded that among these obligations are (a) To provide each individual student with an adequate supply of learning materials; (b) To replace, replenish, and update materials used in existing courses; (c) To provide materials for new courses and programs; (d) To take care of future enrollments; and (e) To equip classroom resource corners.

Educators must ensure that all services supporting the education of the student get their proper share of the school dollar. The Joint Committee believes that during the coming years a great service can be performed for America's youth and communities by replenishing, improving, and enriching the stores of instructional materials. The effort to be made—allocation of 5 percent of each district's per-pupil operational costs—is critical.

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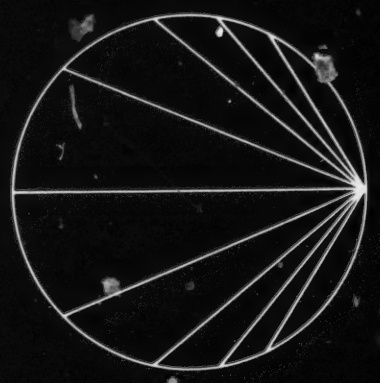

How are changing conditions affecting the selection of instructional materials? (p. 13)

In what legal and administrative setting does selection take place? (p. 23)

How should a school system organize for selection? (p. 31)

What steps should a selection committee take? (p. 41)

How much should a school system spend for instructional materials and related services? (p. 51)

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